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ABSTRACT

This report reviews adult education policies within the European Free Trade Association (EFTA). It asserts that human resources and their impact on the economy depend on the kind of education and training the labor force receives. The main features of governance and finance, participation patterns, and present concerns are discussed. An appendix comprising the bulk of the document includes information on the following countries: (1) Austria; (2) Finland; (3) Iceland; (4) Norway; (5) Sweden; and (6) Switzerland. A summary of all EFTA countries and each separate country report contain the following sections: (1) laws, rules, and conventions; (2) training leave and the right to train; (3) who is trained; (4) the cost of vocational training; (5) financing of vocational training; (6) types of vocational training; and (7) training of the unemployed. (NLA)

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Education and Training of the Labour Force in the EFTA Countries

Report prepared to the seminar
New Challenges
in the Education and Training
of the European Workforce

Lars Arvidson and Kjell Rubenson

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of the European Workforce

Stockholm
June 13–14, 1990

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Preface

This report is mainly based on information received from the EFTA member countries. We would especially like to thank Matti Haavio, Ministry of Education, Finland; Gudny Helgadóttir, Adult Education Division, Ministry of Education, Iceland; Jakob Locher, Federal Office of Education and Science, Switzerland; and Friedrich Plank, Federal Ministry for Education, Arts and Sports, Austria; who all have provided us with a detailed report and rich complementary material. The country descriptions in the appendix largely follow their information.

The Swedish presentation is mainly based on Albert Tuijnman's report *Further Education and Training in Swedish Working Life* to be published by OECD and Abrahamsson, K., Hultinger, E.-S. and Svenningson, L. (1990) *The Expanding Learning Enterprise in Sweden*, Swedish National Board of Education, Stockholm.

Lars Arvidson and Kjell Rubenson

Introduction

In recent years, education and training have once again become a top priority. This was also the case in the 1960s which witnessed an explosion in financial support for, and enrollment in, secondary and post-secondary education. In the 1960s, the economic justification for the reform of education was linked with social demands for equality of opportunity. The arena was the formal system and the target group was the youth population. With the exception of a few lonely voices talking about recurrent and lifelong education, there was no serious questioning of the use of a front-end model for educational policy.

While today, as in the 1960s, much of the concern over education is economically rooted, the dynamics are fundamentally different from those guiding earlier policies. In EFTA, the increasing need for access to training in the labour force is reflected in the following trends:

- a changing Europe
- increasing globalization of production and markets and accelerated technological change;
- increasing labour market mismatches, including skill shortages;
- increased prevalence of upskilling and multiskilling of jobs;
- declining birth rates and aging of the labour force; and
- economic restructuring which continues to shift employment from goods producing to service industries.

The changing economic and social conditions have shifted the emphasis from a front-end model of education to a system of recurrent education and there is a growing awareness that human resources and their impact on the economy will depend increasingly on what kind of education and training the existing labour force receives. Consequently, present systems of education and training are being placed under mounting scrutiny. It is in this context that the present report, which briefly tries to outline the main features of systems of vocational adult education and training in the EFTA countries, shall be seen.

The report was prepared for the seminar *New Challenges of the Education and Training of the European Workforce*, Stockholm 1990. The European Community (EC) had recently undertaken a review of vocational adult education and training of its member countries and the survey among the EFTA members on which this report is built was carried out in order to facilitate comparisons.

Comparisons of this kind are problematic because of lack of common concepts, the diversity of the human resource "systems", and the general lack of data. In view of this and the very short time frame under which this survey had to be carried out, the report at best provides a rough snap shot of the main features of governance and finance, participation patterns and present concerns.

In the first part, a short comparative summary of the main features is presented, while the appendix contains a more detailed presentation of the situation in each country.

Educational attainment of the EFTA population

The level and distribution of educational attainment in a society is an important economic variable for at least two reasons (OECD, 1989):

- its macro-economic impact on the nature, quantity and quality of the goods and services produced by an economy; and
- its impact on the distribution of income among the population.[1]

In addition, educational attainment is a factor which influences labour market adjustment and facilitates structural adjustment, as well as the overall capacity of societies to adapt to changing demands and conditions.

Table 1 presents educational attainment by country, sex and age. Education is divided into the following five categories:

A. completed less than upper secondary education
B. completed upper secondary education
C. qualitative measure of vocationally oriented education (overlaps A, B and D)

D. completed some post-secondary education but not a university degree
E. completed at least one university degree

Direct comparisons between countries must be undertaken with caution because the various educational systems, and the meaning of various benchmarks within them, differ considerably.

As is evident in Table 1, large groups in the EFTA countries have a low educational attainment, particularly females. In Switzerland, which has the best educated population, 22 per cent of males and 35 per cent of the women still have less than a high school education. In most countries 50 per cent or more of the women are educationally disadvantaged (category A) and the figures for males, although somewhat lower, are disturbingly high. Despite the expansions which have taken place in the educational systems, relatively large numbers of the 20–24 age group have short previous education. Looking at those in ages 25–45, who hopefully will remain in the labour force for a substantial period, the statistics are on the whole quite alarming. Compared with Canada, Japan and the USA, the EFTA population has lower educational attainment. ■

Table 1:

Educational attainment of the population by age and sex, 1987.

Percentage, except total (All) in thousands. (After OECD; 1989:54 f)

	Males/Age						Females/Age					
Level	*All*	*20-24*	*25-34*	*35-44*	*45-54*	*>55*	*All*	*20-24*	*25-34*	*35-44*	*45-54*	*>55*
Austria												
A	27	17	17	23	31	38	51	26	32	40	59	69
B	7	13	8	5	4	5	7	17	8	7	4	4
C	64	76	72	68	61	53	39	55	52	49	35	26
E	6	1	8	8	6	6	4	2	9	4	2	1
Finland*												
A	74	64	67	71	77	86	74	53	59	71	82	91
B	15	35	20	14	10	7	17	47	26	15	9	4
E	11	1	14	15	12	8	10	1	15	14	10	5
Norway												
A	48	34	38	42	51	66	64	33	47	62	75	84
B	33	59	38	29	27	22	20	55	29	16	10	9
E	20	8	24	29	22	12	16	13	24	22	15	7
Sweden												
A	41	22	27	38	55	66	50	23	32	47	65	79
B	17	21	16	19	16	12	10	25	11	9	5	3
C	21	44	32	17	10	8	19	40	29	15	10	7
D	10	12	13	10	8	6	11	10	17	13	9	5
E	12	2	13	16	12	9	10	3	12	16	11	5
Switzerland												
A	22	11	12	17	26	32	35	15	22	28	38	54
B	59	78	65	60	54	51	51	71	60	54	50	38
D	6	2	7	8	8	4	2	2	4	2	3	2
E	14	9	16	16	13	12	12	13	14	16	9	7

* refers to 1988

Education and training of the labour force

Laws, rules and conventions

ILO convention 140

The concept of educational leave is not new and has existed in various forms for many years. However, for certain segments of the working population, new dimensions to the concept were introduced via the *Paid Educational Leave Convention 140* and *Recommendation 148* adopted by the International Labour Organization (ILO) in 1974, at its 59th session.

In the convention, paid educational leave is defined as: "leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements." Member States are to formulate and apply a policy to promote "by methods appropriate to national conditions and practice and by stages as necessary" the granting of paid educational leave for the purpose of "training at any level; general, social and civic education; and trade union education".

The convention is general and flexible with regard to the content of a country's paid educational leave policy, in that the mechanisms by which the provisions and financing arrangements are to be made are left to whatever means are "consistent with national practice" (laws and regulations, collective agreements, arbitration awards). The convention provides for wide-ranging paid educational leave policies as it places no priority on the type of educational leave (vocational, union, or general), on the initiation of leave (includes leaves both at the employer's and worker's request); on the amount of wage reimbursement other than adequate (may be full or partial); or on the centre of responsibility for financing the policy. All these key elements are left to the discretion of the ratifying members.

One important aspect of the ILO definition is the stipulation that educational leave requires continuation of pay. According to the ILO

recommendation on the same subject, the financial entitlements should include not only wages, but also continuation of other benefits such as pension, seniority, etc. The convention also allows for special provisions toward particular categories of workers who may not easily avail themselves of the general paid educational leave provisions established. Such categories would include, for example, workers in small enterprises, in isolated areas, in seasonal jobs or shift work, or in difficult family circumstances.

Of the six EFTA countries, only Sweden has ratified the ILO convention 140. However, it should be noted that the Swedish act (the *Educational Leave Act*, 1974) provides all employees with a general, unlimited right to educational leave for any form of organized adult education but does not contain any provision for covering loss of wage/salary during leave. A restricted number can receive State adult study assistance. Thus the basic principle in the Swedish strategy has been separation of leave from support for loss of income.

Finland, although not having ratified the convention, has a similar, but not as comprehensive an act, separating leave and financial support. An employee has the right, on certain conditions, to get a maximum of two years of training leave during five years from the same employer under the *Training Leave Act* (273/79) and *Decree* (864/79). The principle form of financial support is adult student's assistance granted to a limited number of students per year.

In Norway, some collective bargaining agreements contain direct reference to the ILO convention, and in Austria, the Chamber of Labour (Kammer für Arbeiter und Angestellte) has for several years demanded that some form of paid educational leave be introduced. The idea has been accepted by some Austrian companies, although no central agreement has been reached.

Other laws, rules and conventions

There are several laws, rules and conventions effecting education and training. A summary of the situation in the EFTA countries is presented in Table 2.

Table 2:

An overview of the laws, rules and conventions regulating education and training of the labour force.

	Comprehensive laws, rules, conventions specifically on education and training	*Comprehensive framework, laws, and conventions directly or indirectly effecting particular education and training efforts*	*Laws and rules regarding apprenticeship training*	*Educational leave act*
Austria	–	x*	x	–
Finland	–	x	–	x
Iceland	–	–	–	–
Norway	–	x	x	–
Sweden	–	x	–	x
Switzerland	–	–	x	–

* To a lesser degree than in the Nordic countries

Table 2 provides a crude picture and does not in any way capture the very complex situation. As is evident in the country reports (see appendix), there are laws, rules and conventions of a very different nature regulating various sectors of the economy and different forms of education and training. What Table 2 seeks to convey is the basic structure.

Training and education of employees is not governed by any comprehensive legislation in any of the member countries, which makes the situation different from that concerning apprenticeship training. With the exception of Iceland and Sweden, all member countries have a comprehensive legislation relating to the latter. The vast majority of the apprentices are not adults. Norwegian apprenticeship legislature contains, however, an instrument for adults, allowing employees to substitute prior experience of working life for

vocational training as a preparation for apprenticeship exams. In Switzerland, the law on vocational education regulating apprenticeship training also establishes guidelines regarding qualification for further studies leading to diplomas in certain professions.

In the Nordic countries, training and education of employees is usually initiated and financed by the employers. However, there are several acts which, directly or indirectly, effect access to education and training. With the rare exceptions, these are not acts and agreements specifically on education and training but broad framework legislation (e.g. on codetermination, security of employment and work environment) which 1) frames the collective bargaining process, and 2) contains specific clauses on education and training, stating the circumstances under which an employee becomes eligible.

The situation is different in Switzerland and Austria where general, broad framework legislation of the kind existing in the Nordic countries to a lesser extent regulates education and training (with the exception of shop stewards training in Austria).

Characteristic of EFTA, with the exception of Switzerland, is the close relationship and interaction at the national level. In Austria, a relationship exists at the regional level among the three parties (State, employer, unions) regarding laws, rules and conventions regulating working life in general, and education and training in particular.

In the Nordic countries, and to a relatively lesser degree in Austria and Switzerland, the unions are with increasing intensity demanding a right to paid leave for education and training in the spirit of ILO convention 140, whereas the employers' organizations stress the importance of a labour force continuingly in training in order to cope with present and future market challenges. There are some isolated developments in this direction. With the exception of Finland, however, no major breakthrough has yet occurred.

Various governments are also showing a growing concern with and interest in the level of competence of the labour force and how this can be increased. Thus the Finnish and Icelandic governments have introduced, or are in the process of introducing, new legislation relating to education and training of the labour force, and Sweden has recently appointed a governmental commission.

Financing

The question of who in the labour force participates, and, if so, in what kind of education and training, is determined to a large extent by who controls or influences the flow of funds.

In most countries, financing arrangements for wage/salary remuneration and for education and training costs have evolved piecemeal and there is no comprehensive strategy for how a recurrent system of education and training should be financed. This does not imply the lack of a general principle, and, as a rule, employers finance education and training that is company-motivated. Self-motivated education is publicly and/or self-financed, while labour market training is publicly funded. However, the link between purpose and source of finance is less distinct than suggested above and is increasingly being blurred. As a consequence, differences between countries are becoming more pronounced.

The main principle for the financing of education and training of the labour force is outlined in Table 3. The table indicates the major financial sources for four forms of education: staff development (personnel training which is primarily company-motivated), self-motivated education, trade-union education, and labour market training.

Table 3:
General principles for the financing of education and training.

	Staff development	*Self-motivated education*	*Trade-union education*	*Labour market training*
Employer	A, CH, IS, N, S, SF			
Public	IS	A, N, S, SF	S [1]	A, CH, IS, N, SF
Joint funds employer/trade unions	A, IS, N, S [2]	A, N, S [2]	A, N	
Trade unions			IS, N, S, SF	
Individuals		A, CH, IS		

[1] Public subsidies but financed by pay-roll tax.
[2] Temporary renewal funds in restricted sectors of economy.

In all countries, employers are the main providers of personnel training. In Austria, there are moreover substantial joint initiatives for staff development through chambers of commerce and labour. Iceland has funds for staff development to which the State contributes, or other funds to which the social partners jointly contribute.

A major difference regarding self-motivated education and training has to do with the extent to which it is self-financed. Regarding extent of self-financing, the EFTA countries can be divided into two distinct blocks: Finland, Norway and Sweden where the direct individual costs are low, and Austria, Iceland and Switzerland where self-motivated education to a substantial extent is financed by the individual. The employers do not in any major way directly finance self-motivated education. With the exception of Iceland and Switzerland, shop stewards have a guaranteed right to paid educational leave. However, as a consequence of the creation of joint employer/union funds, e.g. in Norway, the role of the employers is increasing. In Austria, the social partners have a tradition of financing vocational educational institutions. In Sweden, the employers also contribute to self-motivated adult education through a pay-roll tax that finances adult study subsidies.

Trade-union education is partly, with the exception of Iceland and Switzerland, financed by employers through legislation or agreements which guarantee shop stewards the right to paid educational leave for trade-union education.

In Sweden, the unions receive public subsidies for their education, covered by the pay-roll tax. In Austria and Norway, the joint funds also cover some of the costs for trade-union education. Moreover, union dues are, to a varying degree, used for education. As presented below, labour market training is generally an obligation of the State.

Expenditure on adult education and training

It is very difficult to estimate total expenditure on adult education and training, as the only information (that is directly accessible) is on public expenditure. There are few precise figures either on how much employers spend on education and training, or on costs

which are carried by individual employees.

Based on the data reported from respective countries, a rough approximation of total expenditures on adult education and training is presented in table 4. These figures have to be interpreted with utmost care and comparisons between countries are difficult to make as various activities are included.

Table 4:
Rough estimates of expenditure on adult education and training.
Per cent of GDP

	Employer	*Public*	*Total*
Austria	0.59 *	0.59 **	1.18
Finland	0.8–1.2	0.45	1.25–1.65
Iceland	N.A. ***	N.A.	0.24
Norway **	0.3–0.5	0.20	0.5–0.8
Sweden	1.8–2.2	1.0	2.8–3.2
Switzerland		0.99	

* includes expenditure for employers (2.5 bill) and the social partners (3.5 bill.)
** includes expenditure by government (2.5 bill.) and other educational institutions/ organizations public and private (3.5 bill)
*** Not Available

Employers account for the major expenditure on adult education and training. In Sweden, their contribution amounted to somewhere between 1.8% and 2.2% of GDP. The reason for the high figure is that costs for salaries/wages are included in the estimates. Together with travel and living subsidies, these costs make up over 2/3 of the total expenditures. In Finland, the relative share of the employers' is even higher (estimated to 0.8%–1.2% compared with 0.45% for public expenditure). The Austrian figure for employers does not include salaries/wages. Assuming that the costs are similar to those in Finland and Sweden, the total Austrian expenditure can be estimated to 1.67% of GDP and the figure for "employer" to 1.08%.

The general trend during the 1980s was a rapid increase in expenditures by employers which was not matched by a similar increase in public expenditure.

In view of how much Swedish employers allocate, it is worth noting that they do not foresee any further major increases in the immediate future.

As there is a growing awareness that human resource development is of an utmost economic importance to the individual, the enterprise, and the economy at large, the issue of financing of human resource development is rapidly becoming one of the most crucial policy issues.

Who is trained?

There are major differences in access to education and training for various groups of the labour force. The participation pattern is linked to the work hierarchy and the more qualified the position, the more likely it is that an employee has access to some form of education and training.

The data for Finland and Sweden are of particular interest, as their national boards of statistics recently conducted major surveys of employer-sponsored education.

In both countries, a similar picture emerges. Men and women participate to the same extent. There is a higher participation rate in the public sector than in the private sector and there are vast differences between, on the one hand, those with an academic training and in professional jobs, and on the other hand, blue-collar workers in unskilled jobs. To give just one example: in Sweden, the average participation rate varies between 69% for some academic groups and 15% in some unskilled blue-collar groups.

It is interesting to note that Swiss and Austrian surveys of companies rather than of employees found a pattern similar to that in Finland and Sweden. The Swiss data also illuminate the relationship between size of company and training activity and the special problem for those employed in small companies.

Types of vocational training

All kinds of education and training exist. Employer-sponsored education is often of short duration, less than seven days, and supplementary in nature. In Iceland, like in other countries, it is the

skilled workers who participate in courses that emphasize new technology and new productive methods.

Personnel training is usually given during working hours, and self-motivated studies for those who are not apprentices or receiving adult study assistance are accomplished after working hours. Unskilled workers usually participate in education and training organized in the company, while it is more common among managers and professionals to participate in externally organized education.

An important issue is whether or not a participant receives a certificate and, linked to this, the transferability of the education and training they have undergone.

In Finland and Iceland, it is common that a diploma or certificate is issued, while in Sweden and Austria, it depends on the level, content and length of the course. In Finland, there are plans for creating a special educational pass, or citizen's study book, in which all the studies completed by the holder would be entered; in Norway, a standard course diploma is being developed for the use of training organizers within the company or externally. This raises the question of comparability and equivalence of studies, and the relevance of study attainments to vocational and professional qualification. ■

Training of the unemployed

As a background to the discussion on labour market training, it is worth noting that, in comparison to the rest of Europe and North America, unemployment rates in the EFTA countries are low (see Table 5).

Table 5:
Unemployment in EFTA 1989.
Per cent

Austria	5.3
Finland	3.3
Norway	3.1
Sweden	1.1
Switzerland	0.6

The figure for Sweden is from 1990.

Labour market training is a crucial instrument in a nation's overall human resource strategy. Table 6 presents public expenditures on labour market programmes as per cent of GDP.

Table 6:
Public expenditures on labour market programmes 1988.
Per cent of GDP (After OECD, 1989:205f)

	Total public labour market expenditure	*Expenditure on training*	
	% of GDP	*% of GDP*	*% of total*
Austria	1.31	0.07	5
Finland	2.32	0.27	12
Norway	0.93	0.07	8
Sweden	2.59	0.51	20
Switzerland	0.36	0.01	3

High public expenditure on training in Finland and Sweden is an integrated part of an active labour market strategy.

All countries are concerned with how well present labour market training programmes take account of changes in labour demand and supply arising from structural changes in the economy, new production technologies and flatter work organizations. Finland and Sweden, who invest heavily in training, are undertaking major reforms in opening the training centers to market forces and, as in Finland, relying more on regular educational institutions including those of higher learning. In Norway, centrally and locally initiated experiments try out models for local cooperation between labour market authorities, educational institutions/organizations and industry. Further, in an effort to aid the transformation towards a more innovative and "intelligent" economy, as well as to provide increased security for those in danger of being displaced, active measures are more often being taken before a person becomes unemployed. As those receiving training are still employed, needs of the company and needs of the individual are increasingly being blended and integrated.

Concluding remarks

New conditions and the need for reforms

Traditionally the State has financed initial general and vocational education preparing a young person for employment, the employer has provided company-specific education and training, and labour market training has been the responsibility of the State. In some countries, particularly the Nordic, there exist non-formal popular adult education and remedial formal adult education.

The changing nature of work, which is altering the structure of the labour market as well as work processes and job content, combined with a globalization of trade with blurred national and corporate boundaries, has put the focus on human resources and the ability of the present labour force to adjust.

Data on educational attainment of the labour force in the EFTA countries show that there are large groups with limited general and vocational education. Recognizing that many with a short formal education informally can have developed broad competences, the educational structure of the existing workforce is still problematic in a changing economy where human resources take on increased importance.

The Massachusetts Institute of Technology Commission on Industrial Productivity concluded in its report, *Made in America: Regaining the Productive Edge:*

> Without major changes in the ways schools and firms train workers over the course of a lifetime, no amount of macro-economic fine tuning or technological innovation will be able to produce significantly improved economic performance and a rising standard of living (Dertouzos, M., Lester, R. and Solow, R., 1989:81).[3]

Training of workers already in the labour force will become increasingly important. Historically, education has to a large extent contributed to economic growth by new entrants into the labour market increasing the overall quality of the workforce. With a declining youth population, this effect will be reduced and human recourses and their impact on the economy will depend increasingly in future on what kind of education and training the existing

labour force receives. In this scenario, the adequacy of the present provision for education and training has to be questioned.

The new increased importance of human resource development raises questions about the roles of the main "players" and the relations between efficiency and equality. This is not the place to propose specific financing formulas, as these will have to be developed by each country in accordance with prevailing political, economic, social and cultural circumstances. Instead the purpose is to point to some issues, which may help structure a discussion on how the competence and skills of the labour force can be increased. The point of departure is an assumption that the individual employee, the employer and society in general will receive economic as well as non-economic benefits from improving general and vocational education of the workforce. Therefore, as Timmerman (1983) points out, individuals, employers and the State should pay. What is open for discussion is to what extent, and in which forms each of these audiences should pay. Timmerman (op cite) discusses the following criteria against which a financing mechanism may be evaluated:

- encourage recurrence between work and education
- increase productivity and economic efficiency
- increase efficiency of the "education industry"
- encourage marketable skills
- encourage integration of vocational training and general education
- encourage individual choice and personal development
- increase equality of educational opportunity and social and economic equity.[4]

Reviewing various financing models (self-financing, drawing rights, vouchers, single employer finance, parafiscal funds, State financing), the author concludes that there is not a single model that achieves all or most of the criteria, but that a mixed model is to be recommended. The problem with the in EFTA dominating model, single employer financing, is that criteria like integration of general and vocational education and mobility of employees are not likely to be promoted. This might conflict with macro-economic goals aimed at encouraging the restructuring of the economy. The State-finance model may be less adequate as far as efficiency is

concerned. Self-financing will increase rather than decrease existing educational gaps. This will have severe economic consequences, as increased educational levels among those with a short education is crucial for economic competitiveness.

By combining various financial mechanism, preferably with some form of jointly (employers/employees/State) established fund as a base, a comprehensive strategy can be developed.

What happens with regard to human resource development will only partly depend upon measures taken in the educational arena, because the demand ultimately depends upon what takes place in the labour market. It is essential to bear in mind that there exists no deterministic link between new technology and skills demand. Instead, these two factors are mediated through the organization of work. This means that flexibility assumes that a Tayloristic work organization system is replaced by an alternative mode or organization, which gives more responsibility to the individual or the team of workers.

Working life influences a person's participation in adult education, directly through access to employer-sponsored education, and, indirectly, through effecting the general outlook on education and the readiness to participate. Opportunities of employer-sponsored education are, as reported above, not equally distributed but are connected with occupational level and branch of employment. Employer-sponsored education for broad general skills or knowledge is confined generally to white-collar workers in the middle and upper layers of the organization. Manual workers do not only receive a disproportionately small share of organized educational activities, but also, the training they receive is more specifically job-related. The abolishment of the Tayloristic work organization is likely to increase the demand for education and training by groups presently not interested in education, and is therefore a prerequisite for a more equitable as well as efficient recurrent education.

Information needs

During this project, it has become evident that better information on what is happening with regard to education and training of the labour force is badly needed. As education, training and retraining increasingly are seen as having an essential role to play in mastering

economic, technological and social change, and in creating a more fully active society, the demand for information on education and training of the labour force becomes critical. Some possible indicators are:

- dollars spent on training per worker,
- hours of training per worker,
- public expenditure on training as a percentage of GDP,
- employer expenditures on training as a percentage of GPD and of pay-roll,
- the extent of participation in both public and private training by various segments of the labour force, and
- the percentage of employers and particular groups of employers (i.e by size, industry, etc.), which provide training.

Presently, the problem of how to monitor education and training of the labour force is being discussed around the world. Much would be achieved if some common indicators, allowing international comparisons, could be established. ■

Country Reports

Appendix

Austria

Laws, rules and conventions

The Federal Ministry of Education, Arts and Sports has set up a Division for Adult Education which, in accordance with the *1973 Grants Act*, is responsible for supporting associations and institutions for adult education in Austria. It coordinates and organizes cooperation between the government agencies, associations and institutions with the aim of creating permanent structures to ensure continuous educational work. The most important laws pertaining to vocational training concern adjustment of the organization, cooperation between companies and vocational schools, vocational experiments, and different safety rules and employment security regulations.

In the area of vocational training (basic as well as in-service training), civil and labour market authorities play a major role in preparing motions for laws and rules.

The most important laws (BGBL:s) and regulations (VO:s) concerning vocational and in-service training are:

1. *The Vocational Training Act* (BAG)
2. *The Act on School Organization* (SchOG)
3. *The Act on Labour Market Promotion* (AMFG)
4. *The Act on Child and Youth Labour*
5. *The Co-determination Act*
6. *The Act on Workers' Representation* (PVG)
7. *The Labour and Civil Rights Law*

Actual reforms in the field of vocational training deal on the one hand with experiments with shorter apprenticeship for youth with exams from secondary school and a successive adjustment of school curricula to labour market demands. On the other hand, there are several reform projects going on, dealing with different aspects of vocational up-grading and retraining. An *Adult Education Act* (SchUG), dealing with questions of performance requirements in adult vocational training, assessments, attendance, etc., is now in its experimental phase.

Training leave and the right to training

Austria has not ratified the ILO Convention 140, guaranteeing allowance for educational leave. (Austria is an associated member of the EC.) However, the labour organizations have for a long time claimed the right to paid leave for studies. (Austria has no legal acts of educational leave.)

Some industrial sectors and several companies have already identified intensive competence development efforts as promising economic and human capital investments. A recently reported study (Kailer, 1990) confirms this hypothesis in general and contains information about content, length, target groups and initiators of retraining and up-grading initiatives in a sample of 1,100 Austrian companies. According to the author, these companies are representative of 1.4 million employees.

Educational leave is paid by the individual but subsidies and company allowances are available according to the *Labour Market Promotion Act* (AMFG). Discussions on these issues have been intensified within adult and vocational training lately. Thereby, possibilities of legislative rights to paid educational leave have increased.

There is mandatory educational leave for shop stewards. On all levels (national, regional and local), there exist different types of co-operation between labour market parties and authorities (Ministry, Labour Exchange, Vocational Training Centres, Vocational Guidance, etc.). As mentioned earlier, educational leave is not a legal right, but the importance of such privileges has been more and more obvious in the last few years.

Changes in technology and methods of production, new types of organization and commercial possibilities have called for in-service training and retraining.

Vocational training is not formally instituted in the collective labour contracts, but is an important part in the programmes of all the 16 unions and chambers representing the parties on the Austrian labour market. The contracts for employees on higher levels include obligations for vocational training.

Even if vocational and in-service training is not statutory, the necessity of lifelong education is indisputable. Adults are offered opportunities for vocational training by the Chambers of Commerce and Labour, employers' organizations, and private and public training centres (cf. Kailer, 1990).

Who is trained?

In 1989, over 1 million people were involved in different kinds of vocational training, in-service training and retraining, according to available statistics. Of these, 46.6% were women and 53.4% men. The industry sector had 39.4%, and the agricultural sector 31.3%.

In 1988, about 163,900 young people were trained in vocational schools. 197,619 took part in training organized by the chambers of commerce institutes for labour-promoting measures (WIFI), distributed over 12,075 courses for adults. The relation between male and female trainees is 1:9 (local differences exist).

In December 1982, 922,000 individuals claimed that they had participated in vocational in-service courses arranged by different institutions or within different companies. More than half of these stated that they had achieved a considerable increase of competence.

Kailer found that participation and nature of employer-sponsored education and training varied according to position in the following way:

- executives 88%
- skilled workers and specialists 71%
- top management 65%
- semi-skilled workers 28%

In the last couple of years, participation in employer-sponsored education and training has increased rapidly in medium-sized companies.

The federal government has instituted a programme to motivate women and young girls to seek so-called masculine jobs. Among participants, all educational levels (primary, secondary, university) are equally represented.

The most attractive areas for retraining and up-grading are high-tech in general and informatics/computer education in particularly. The most retraining/up-grading-intensive sectors are the industrial and the service sector, with the banking and assurance branches as the most active ones.

The cost of vocational training

Figures concerning the costs of vocational training are based on estimation by the Austrian respondent, because there are no overall statistics available. However, in 1989, the cost for vocational training including adult education was 2.5 billion ATS each for the Austrian government and companies, 3.5 billions each for the labour market parties and other educational institutions/organizations (public and private). The figure for companies does not include costs for wages/salaries. This makes a total of approximately 12 billion ATS, which constitutes 1.18% of GDP.

Financing of vocational training

The financing of vocational retraining is provided partly by public course organizers, and partly by the employers and the employees (the trainees) themselves. A substantial part of the courses is financed through the Labour Market Promotion Fund (AMFG).

Course participants' private contributions to training costs in 1989 were the following:

More than 1/3 of participants pay their own costs. 15% paid up to 1,000 Schilling, 5% paid 1,000 – 2,000 Schilling, 15% paid more than 2,000 Schilling.

Types of vocational training

All types of vocational training (further training, up-grading training, training in new skills etc.) are equally represented. Special emphasis is put on training for women, foreigners and immigrants, the lower-educated, handicapped, and long-term unemployed, and groups in critical situations (criminals, drug abusers).
Examples of vocational courses and number of participants (1989):

1.	Industry and handicraft	132,000
2.	Vocational guidance and general education	93,000
3.	Economy and administration	88,000
4.	Language	58,000
5.	Commerce (Trade) and communication	54,000
6.	Agriculture and forestry	51,000
7.	Computer technique and programming	32,000

In 1989, the total investment in vocational courses was 12 million ATS. Because of the lack of reliable statistics, other figures about the number of courses, study hours and differentiated costs cannot be given.

The duration of in-service training varies, on the one hand, from a few hours to weeks and months, from single crash courses to periodical training cycles stretching over several years, on the other hand.

Training is carried out during and after working hours to about the same extent. Depending on level, content and duration of the course, the participants receive a course certificate or some other official document.

Training of the unemployed

In 1989, 5.3 per cent of the total labour force were unemployed. In detail, 5.8 per cent females, 6.5 per cent males, and 8.2 per cent under 25 years of age were unemployed in 1989.

The average length of unemployment in 1989 was 158 days. For the female part, the average duration of unemployment was 187 days, for males 139 days (Source: Statistics from the Ministry Department for Labour and Social affairs).

Disadvantaged groups on the Austrian labour market are women in general, those older than 30 years in particular and youth with low qualifications. Other disadvantaged groups are foreigners, handicapped, criminals, alcohol and drug abusers. Mandatory programmes for those "problem" groups, managed by the Labour Market Administration (AMV), are implemented.

Disadvantaged professional groups on the labour market are demonstrated in the following unemployment rates:

- agriculture, forestry, mining 13.7%
- industry and handicraft 5.4%
- commerce and service 4.9%

The rural population is more affected by unemployment than the urban population, manual workers more than technicians, skilled workers or engineers, and foreigners and low-educated more than well-educated.

The offensive qualification programmes are generally financed through AMFG-sources (Labour Market Promotion Fund). Those programmes are normally managed either on county or district level.

The programmes differ in terms of level of qualification, duration of participant unemployment and specific goals. Different "problem-groups" also demand different didactical and methodological solutions.

Annual unemployment rate in absolute figures:

- 1980 53,161
- 1986 151,973
- 1987 164,469
- 1988 158,631

In 1989, in total, 162,615 people were unemployed.
Amongst them 41,114 were under 25 years of age.

Vocational retraining and the offensive qualification programmes have open access. Participation in different retraining initiatives mainly depends on the level of local or regional availability, how motivated the unemployed are for education, and the prognosis of utility of the offered qualification for desired positions on the labour market. In 1989, 37,000 participated in labour market training. The average duration of training was 3 months.

The main source of financing is government funds, according to the Act on Labour Market Promotion (AMFG). Smaller sums are provided by federal, regional and local authorities, but also partly by private enterprise as well as labour organizations, e.g. trade unions, employers' associations etc.

Reform efforts within the vocational education system have been intensified in the last few years on federal government level, as well as on county and local levels.

As already mentioned, there are several retraining programmes available for the unemployed and people in danger of becoming unemployed. Those programmes are partly handled as experimental reform projects, partly as one means for "Aktion 8000".

During the last three years, an initiative aiming at building up models for a stronger cooperation between the school system and the labour market has been implemented. The main goal for these efforts is a better preparation and guidance of the young as regards their planning for working life and choice of profession.

Support for schools in their preparation of the young to a meaningful working life is regarded as the most important preventive measure against youth unemployment. ■

Finland

Laws, rules and conventions

In March 1987 and March 1988, the Finnish Government took resolutions on the financing and development of adult education. They contain the major principles underlying present adult education policy. Vocational adult education is divided into self-motivated education, personnel training and labour market training.

Education is primarily provided by educational authorities. Students in self-motivated education pursue their studies in their leisure time, but may get financial support from society or their employers. Personnel training is usually taken on the employer's initiative and financed by the employer. Labour market training is financed by the State.

The solutions made in connection with collective bargaining between the labour market parties may include agreements on education. Thus, the overall collective bargaining agreement concluded in January 1990 establishes a regular system of financial support for self-motivated adult studies and a system of a vocational education fund, financed by employers.

Generally, personnel training is of short duration and may be primarily classified as supplementary education. It may, however, also include apprenticeship training and training given in special vocational institutions, established and maintained by employers. Some major enterprises also finance post-graduate studies, pursued by members of their staff at institutions of higher education.

Personnel training is not governed by any comprehensive legislation; apprenticeship training is an exception *(Act 422/67* and *Decree 563/67)*. However, several acts concerning employment and different occupations and professions include some provisions for personnel training.

The Finnish Confederation of Employers and central employee organizations, as well as the Employers' Confederation of Service Industries and central employee organizations, have concluded agreements concerning detailed educational plans to be discussed

in cooperation between the employer and employees within enterprises. The agreements deal with alternative implementation methods in each personnel group for retraining, further and supplementary training, and special needs arising from the introduction of new technologies. Further, they address core contents, target groups and providers of training.

The cooperation procedures are applied to enterprises of 30 or more employees. The *State Cooperation Act* sets no quantitative limits. In collective bargaining agreements, training is divided into vocational training, cooperation training and trade-union training.

Training in cooperation within undertakings is based on collective bargaining agreements and arranged for representatives of the bodies recognized by the agreements. This training deals with industrial relations, business economics, occupational safety and health, rationalization and dissemination of information. One of the new topical questions is environment protection.

Trade-union training is mainly intended for shop stewards and other employees' representatives, e.g. those concerned with occupational safety. It has been suggested that the *Employment Contracts Act* should include more provisions concerning education.

Revision of apprenticeship training legislation is under preparation. The purpose is to develop the theoretical part of apprenticeship training more in the direction of formal education. The proposals of the committee set up to look into the matter did not, however, meet with unanimous agreement.

Training leave and the right to training

An employee has the right, on certain conditions, to get a maximum of two years of training leave during five years from the same employer under the *Training Leave Act* (273/79) and *Decree* (864/79). There are no exact data available on the number of employees on training leave.

In some fields, it is possible to get a longer leave of absence with full salary benefits, mainly for study purposes. Under the *Teacher Education Act*, some members of the staff of teacher training units and practice schools are entitled and obliged to take one term's

sabbatical every seventh year. Corresponding systems have been devised for researchers, the programme production staff of the Finnish Broadcasting Company, and journalists working for newspapers.

The principal form of study support is adult student's financial aid, which was granted to 10,700 students in 1989. State expenditure totalled 250 million marks.

Financial aid to students in adult education can be granted under an *Amendment (95/87) to the Act concerning students' financial support (28/72).* This aid is granted through the National Student Aid Centre to a person between 30 and 54 years of age for a period of between eight weeks and two years. The system is operating on an experimental basis at present.

When the described reforms come into force, the financial aid granted to mature students will cover 60%–90% of the income prior to their study leave. The system of students' financial aid also includes loans guaranteed by the State, which further subsidize the interest.

Financial aid granted for students in self-motivated adult education will become a permanent system from the beginning of 1991. A vocational education grant paid from a special fund financed by employers will also be implemented from the beginning of 1991. It will be payable to 30–60 year old employees on training leave. The Government submitted relevant bills to Parliament in April 1990.

There is no general employee's right to training in Finland.

Legislation and agreements contain provisions concerning education and training. Collective bargaining agreements and the guidelines for their implementation may include detailed stipulations.

As a rule, personnel training is seen as an essential part of labour force development. On the other hand, there are generally no binding regulations or agreements concerning the extent of training.

The Advisory Council for Educational Planning set up by the Government has estimated that in the year 2000 the need for personnel training would be 5–7 training days per employed person. The present figure is slightly more than two days.

Who is trained?

In 1985, totally 652,000 individuals participated in employer-sponsored training (31.5% of all employees). The distribution was:

According to age:		
15–24	48,000	(7.4%)
25–34	211,00	(32%)
35–44	234,000	(36%)
45–54	122,000	(19%)
55–64	38,000	(6%)
According to sex:		
Women	324,000	(32%)
Men	328,000	(31%)
According to professional category:		
Workers	21.3%	
Professionals	28%	
Employees	50%	
According to branch:		
Industry	6.4%	
State	15.6%	
Municipalities	26.1%	

The cost of vocational training

There are only estimates available on personnel training expenditure. A committee estimated in its first interim report that enterprises spent some 2,000–3,000 million marks, which represents 0.55%–0.83% of GDP, on personnel training in 1986: industry spent 1,400 million, and private-sector service industries spent less than 1,000 million. Although the cost of normal on-the-job training and orientation is not included in the figures, some two-thirds of the sum estimated for industry concerns training within undertaking.

In its second report, the same committee estimated that the State spent 500–600 million marks (0.33%–0.38% of GDP), and municipalities spent 700–800 million marks on personnel training in 1988. The figures include salaries paid during training periods. The total in-service training expenditure in the public sector thus totals 1,200–1,400 million marks. Public expenditure on adult education in 1989

was 2,200 million marks.

As a point of comparison, it may be noted that, according to the statistics of intangible investment of industry in Finland, industry spent about 1,200 million marks on education and training in 1987.

Financing of vocational training

The general principle underlying personnel training in Finland is that employers bear the responsibility for the costs of training, and also pay the normal wages or salaries during training. There is no separate training tax.

The provision of self-motivated studies is financed by the State, the municipalities and other organizations and, to some extent, by the student. An employer may support self-motivated training by paying course fees. (See also what is said about students' financial aid.)

Types of vocational training

The greater part of personnel training is supplementary training of short duration. All in all, some 5,300 persons concluded apprenticeship agreements in 1988: 3,200 of them in initial vocational training, and 2,100 in further or supplementary training. During 1988, there were about 7,400 persons in apprenticeship training.

Vocational institutions run by employers had some 1,400 students in long-term education in 1988.

The majority of the more than 10,000 students who receive financial aid intended for mature students are on leave of absence from their jobs. The largest group consists of students pursuing vocational or specialization studies in the field of health care.

While the number of persons receiving personnel training has grown from 1982, the number of training days per trainee has fallen. The average number of training days per trainee was 6.5 in 1987, compared with 7.3 in 1982.

The longest training periods in 1987 were shown by persons with a university degree or an institute diploma, by upper-level white-collar workers, and by persons employed in transport and communications industries. Men received more training than women, averaging 7.3 training days per year, compared with 5.6 training days for women (Central Statistical Office of Finland, Sept. 1989).

Personnel training is usually given during working hours, and self-motivated studies occur outside working hours. Students who receive mature students' financial aid are usually on leave of absence.

Education and training generally leads to a certificate or a diploma. There are plans for creating a special educational pass or citizen's study book in which all the studies completed by the holder would be entered. Further, there are plans for combining various studies of different kinds into blocks. The key question in this connection is the comparability and equivalence of studies, and the relevance of study attainments to vocational and professional qualifications.

There are also plans for further development of the system of qualification certificates. The intention is to make skills, knowledge and experience gained on the job comparable to studies taken within formal education.

Training of the unemployed

In 1989, the number of unemployed was 83,000, which is 3.2% of the workforce, distributed in the following way:

- Women 3.3%
- Men 3.1%
- Under 25 6.0%

The average duration of unemployment was 17 weeks. The highest unemployment rate was found among the young: 7% in 15–19 years of age and 6% in 15–24 years of age were unemployed.

The main form of training is labour market training (training of the unemployed) (*Act 31/76* and *Decree 206/76*). It is financed by the State and jointly provided by educational and labour authorities.

The Act was partially revised in 1987. Under the present provisions, labour market training consists of vocational retraining, supplementary and further training courses intended for adults to promote employment, and studies supported by the State and taken in vocational institutions supervised by public authorities. This labour market training may also be given as initial vocational training for persons without any vocational diploma. The provision of labour market training must take account of the changes in labour

demand and supply, arising from structural changes in the economy and from technological progress.

During the fourth quarter of 1989, the monthly average for employment training was 17,200.

Labour market training is financed by the State. In 1989, some 705 million marks were allocated to labour market training in the main class of the Ministry of Education, and 463 million marks in the main class of the Ministry of Labour.

In February 1990, the Government submitted to Parliament a proposal for adult education to be provided for labour policy purposes. The aim is to replace the present labour market training with a new system of labour policy adult training. Under it, labour authorities would buy all education they need from educational institutions and institutions of higher education subordinate to the educational administration. The training would mainly consist of vocational adult education, arranged on labour policy grounds and intended to promote and maintain a balanced demand and supply of workers in the labour market, prevent unemployment, and eliminate labour shortages.

At the same time, the vocational course centres originally established to provide training for the unemployed will be transformed into vocational adult education centres with varied educational services. The most important form of education will probably be adult education provided for labour policy purposes. The Government submitted its proposal for vocational adult education centres to Parliament in February, 1990. ■

Iceland

Laws, rules and conventions

As yet, Iceland has no law on vocational adult education. However, the Ministry of Labour Market and Social Affairs has presented a bill suggesting the introduction of such a law.

The intent of the law is to increase employees' participation and training, and thereby improve quality of production. Further, the education is intended to increase the individual's security of employment and will also provide basic vocational education to educationally disadvantaged groups.

The proposed reform contains allocation for initial vocational education and recurrent education of already skilled workers.

Another bill on general adult education was introduced in Parliament in April, 1990. The decision regarding the two bills is expected in early 1991.

Some collective agreements contain clauses on education and training, which in some cases involve the establishment of mutual education funds to which both parties contribute.

No special reform projects are under way. However, there is a systematic trend toward the improvement of existing courses.

Training leave and the right to training

ILO convention 140 is not ratified.

Some unions have reached collective agreements regarding paid educational leave. In most cases, the agreements specify which courses the employee can attend.

Education initiated by the labour market parties

Participation in these courses is regulated by collective agreements. The right to participate is usually linked to membership in certain unions. Commonly, the employers pay the education fees and other expenses, e.g. travel costs. Whether or not the education takes place during working hours, and whether the participant receives full wage/salary varies.

Company-specific education and training

Some of the larger companies organize education for their employees. Eligibility for these courses varies, and, in some instances, the courses are mandatory. In most instances, the education is provided during working hours, and the participants receive full wage/salary.

Courses organized by private institutions

The courses are in principle open for anyone who can pay the fee, and (when appropriate) has the required qualifications. The education can take place during or after working hours. No information is available regarding how participants in this form of education receive wage/salary during the studies.

The tendency in Iceland is that the well-educated have greater possibilities and conditions in adult education than do the unskilled workers.

There are no exact figures on how many received paid training leave, but it is estimated that 20% of the labour force received training leave in 1990, and that 70%–80% of these received paid educational leave.

Usually, the employer pays for the leave, but in some instances the employee covers part of the cost. There is no information regarding expenditure on training leave.

There is no guaranteed right to training. Particular unions, especially those of academics, have in their agreements a clause regarding right to training, e.g. all teachers have two weeks' educational leave every year.

In 1988/89, 1% of the teachers in elementary education, 1.3% in secondary education, and 4% of teachers in university received sabbatical leave with full salary.

Some agreements between unions and the State contain a clause regarding education. Thus, for example, the unions representing those employed in the fishing industry made such an agreement with the State. In this instance, the State made a substantial contribution.

Another example is the Confederation of Professional Associations, which has an agreement with the State regarding the establishment of a fund for education leave.

Who is trained?

There are no precise data on how many participate in education, but it is estimated that at least 30% of the labour force participate in some kind of education and training each year. Most probably, participation is highest among those 25–45 years of age. Roughly estimated, 40% of the participants are women.

A study from 1987 estimated the total hours of training to be just under 600,000, which equals 24 hours per participant. The duration varies between 8 and 40 hours.

The cost of vocational training

The study from 1987 puts the total expenditure, including wages/salaries, travel expenses, and living expenses, to 500 million ISK (0.24% of GDP). The relation between educational costs and other costs is 50-50.

Financing of vocational training

There are no general regulations forcing employers or unions to contribute to education and training funds.

Vocationally oriented adult education is usually financed by: 1) employers and unions (often they have a collective agreement regarding establishment of education and training funds), 2) contribution by the State to education and training funds from which members can apply for subsidies to cover education costs, and 3) direct contribution from the public authority (State and municipalities).

Types of vocational training

All kinds of education exists. Skilled workers participate mostly in courses which emphasize new technology and new production methods.

As stated above, education occurs both during and outside working hours but mostly during working hours. Commonly, the participants receive some kind of certificate.

Training of the unemployed

Unemployment in Iceland has usually been seasonal. However, recently, the long-term unemployment has increased. In March 1990, twice as many people were unemployed 6 months or longer than in the previous 5 years. Women are more often unemployed than men, particularly in rural areas.

Public authorities and unions have started to offer courses for the unemployed. The public authorities (State and municipalities) and the labour market parties finance training of the unemployed often through unemployment funds. ■

Norway

Laws, rules and conventions

Vocational training is primarily regulated by *The Norwegian Adult Education Act* (Act 35/1976 and 41/1985) which applies to study circles, arranged by voluntary organizations approved by Parliament, basic education for adults, alternatives to basic education for adults, further education, short-term courses in folk high schools, vocational training for adults as a part of labour market policy, training given in, or in connection with a company, and other provisions for adults, assessed in each separate case.

The *Act on Upper Secondary Education* (Act 55/1974 with alterations 90/1982) is partly applicable to vocational training. This act concerns general and vocational education in integrated upper secondary schools, normally providing education in grades 10–12, and in some cases education after grade 12.

The *Act on Vocational Training in Working Life* (Act 13/1980) is partly (§20) applicable to older employees. A special vocational exam can be taken without apprenticeship by those who have long-term, comprehensive experience in their respective vocations. Completion of relevant vocational courses can be accepted as practice on the same grounds as apprenticeship.

In the main agreement between the Confederation of Trade Unions and the Employers' Organizations, there is an amendment concerning education and educational leave as a developmental strategy to meet company-specific goals. This pertains to general vocational training, adult education, and continuing education, as well as retraining. Both parties emphasize the primary responsibility of management in realizing the agreement. The employees should be stimulated to improve their knowledge and competence. The parties refer to the ILO convention of 1974 (no. 140) concerning paid leave for studies.

There is a division between 1) training valuable to both the employees and the company, in which case there is a strong urge for the companies to permit leave, and 2) other training where the companies should be "obliging" in permitting leave.

Training leave and the right to training

Norway has no comprehensive regulation as regards educational leave, and has not ratified the ILO convention 140 of 1974. On the other hand, there exists a set of principles for educational leave within working life, defined in terms of contracts, conventions, statements, established practice etc. There is, however, no summary of these principles, and variations between different sectors of the economy are considerable.

Contracts concerning training are becoming increasingly common, and special funds are set aside for training purposes in the wage contracts, in both the private and the public sector.

The possibility of obtaining unpaid training leave for courses in line with the employee's own choice is very limited in private as well as public sector.

There are special rules for the education of appointed trade-union representatives. The principles governing leave with or without pay vary. State employees have the right to paid leave for trade-union education, while municipal employees can get either full or partial pay.

According to the *Act on Protection of Workers and Work Environment*, the employer is obligated to pay for the training of safety controllers and members of work environment committees.

An essential motive in the proposal for the right to leave for studies (NOU 1986:23) is that there should be a general right for everyone. The reasons for this are the great variation in people's educational needs, the continuous changes in requirements for qualifications, and the difficulties of establishing priorities among different groups and individuals, among various kinds of education, etc. The 1986 proposal is based on the principle that the right to leave should promote the individual's choice of education, and that an authoritarian control of educational choices should be avoided.

Who is trained?

The following tables from Nordhaug reflect the situation in 1987:

Participation rates in on-the-job training in terms of line of work.

	Total	*Men*	*Women*	*N*
Agriculture, forestry, fishing and hunting	4%	(5%)	(2%)	288
Mining, industry, power and water supply	14%	(16%)	(7%)	622
Building and construction	13%	(13%)	-	234
Commerce, hotel and restaurant trade	12%	(20%)	(6%)	448
Transport, storing, mail and telecommunication	13%	(14%)	(11%)	206
Banking and finance, insurance, real estate and business	27%	(32%)	(19%)	136
Public administration, police, military, legal system	25%	(25%)	(24%)	142
Education, health and other services	16%	(25%)	(12%)	530
Other social service	13%	(20%)	(8%)	144
Total	14%	(17%)	(10%)	2 757

Participation in job-related education by level of education.

Educational level	*1978*	*1983*
Compulsory school (elementary)	4%	6%
Grammar school, High school	13%	13%
College	21%	21%
University degree	21%	22%

In 1984/85, general adult education had nearly 1 million participants, one-third of the adult population.

The cost of vocational training

In 1983, the enterprise investments in personnel training were 1.4% of wage/salary cost. For 1986, the corresponding cost can be estimated to 600–700 mill NOK. The wage/salary costs amount to 50% of this sum.

The total cost of personnel training in 1987 was estimated at 2–3 bill. NOK, which is 8–12 times the State grant to adult education.[5]

The State grant to general adult education ("Voksenopplæring" and "Folkehøgskolar") in 1988 was 709 mill NOK (0.15% of GDP).

Total public current expenditure on education:

- 1975 8,427,000 mill NOK
- 1980 16,448,000
- 1985 27,979,000
- 1988 30,665,000 [6]

Financing of vocational training

The social partners have established an information and development fund, which is to be part and parcel of the wage contract from both sides. The fund is to be equally distributed between the two parties. The employees' organizations use the bulk of their resources for education of appointed representatives and other kinds of union training.

In principle, all training of personnel which the employer deems necessary or desirable is fully financed, i.e. the employee keeps his/her salary and has no costs in connection with the training. Some enterprises also give their own basic training courses with salary provided for the duration of the training period. Some employers offer full or partial pay during regular college and university studies, provided that the training is regarded as relevant to the employee's work.

The individual has the possibility of claiming tax deductions for training costs, when the training is a requirement for continued employment, or for keeping up-to-date with development within the profession.

Training of the unemployed

The unemployment rate has increased considerably in the last few years.

For 1988, the following data are available:

Labour force	*2,183,000*	
Female	974,000	
Male	1,209,000	
Employed	*2,114,000*	
Female	941,000	
Male	1,173,000	
Unemployed	*69,000*	*(3.1%)*
Female	33,000	(2.9%)
Male	36,000	(3.3%)

Unemployed persons by age 1988:

16–19	18,000	(12.4%)
20–24	15,000	(5.8%)
25–54	32,000	(2.2%)
55–74	5,000	(1.5%)

Average duration of unemployment:
15.3 weeks (1987)

Through the Labour Market Training Organization, courses are arranged for the unemployed, as well as for the potentially unemployed. The main discussions at present concern what competence such courses are providing and what kind of employment they might lead to. A growing demand is that the courses should be organized in such a way as to provide special professional competence.

According to the Adult Education Act, vocational training of adults, as a part of labour market policy, shall be financed by special State grants as a part of the general labour market policy. ■

Sweden

Laws, rules and conventions

There is no comprehensive legislation governing education and training on the Swedish labour market. However, several of the major labour acts, either directly or indirectly, have ramifications for education and training of employees in the private and public sectors. These acts provide a framework for collective bargaining which is characterized by national centralized agreements, followed up with sectorial accord, and in some instances local agreements.

The Educational Leave Act (1974) provides all employees with a general, unlimited right to educational leave for any form of organized adult education. The act does not contain any provision covering loss of wage/salary during leave. A restricted number can receive State adult study allowances for shorter or longer studies. These allowances are financed through a pay-roll tax (0.27% of amount spent on wages).

The Employment Maintenance Training Subsidy (1984) regulates the allocation of subsidies to employers, who provide the following types of education: to employees in danger of being displaced or with little formal education, to new immigrants, and for education aimed at increasing gender equality. The subsidy is presently 35 SEK per hour for a maximum of 920 hours during a two year period.

The Act on Payment into Renewal Accounts (1984) was a temporary decree, regulating that companies with a profit over 500,000 SEK in 1985 should transfer 10% of the profit into funds to be used during a five year period to finance research and human resource development. 80% of the total value of the funds are located in 15% of Swedish companies.[7] The use of the funds is decided through negotiation between employers and unions at enterprise level and has to be approved by the National Board of Industry.

The Co-determination Act (1976) stipulates that representatives of the trade unions receive time off in order to participate in trade-union education. This act, while not otherwise directly addressing education and training, provides an important framework for collective bargaining concerning education and training at central and

local levels. Thus, for example, agreements have been concluded between the government and employers and unions concerned, regarding education for new employees.

The Security of Employment Act (1974) regulates the circumstances under which employees can be dismissed. The limitations on dismissals which this act introduced, and the requirement that the employer has to investigate the possibilities of retraining for other jobs within the same company, have resulted in increased training. Through collective agreements, first in the private sector but recently also in the public sector, Security Funds have been established. The funds are jointly operated and financed by employers and unions.

The Efficiency and Participation Agreement between the Swedish Employers' Confederation (SAF), The Swedish Trade Union Confederation (LO), and the Federation of Salaried Employees in Industry and Services (PTK), is the only binding contract directly concerned with education and training in industry. The agreement specifies that when new technology and/or working methods are introduced, the employer shall provide education and training to those whose skills and knowledge are becoming obsolete. In recent years, several unions have signed collective agreements, which are extensions of the general Efficiency and Participation Agreement.

Training leave and the right to training

Training leave

The convention 140 of ILO has been ratified. It should be noted that, although the legislation guarantees educational leave, no support for loss of income is provided. The basic principle in the Swedish strategy has been separation of leave from support for loss of income.

The principal form of support for self-motivated adult education is the adult study assistance programme. In 1989/90, 18,600 persons received special adult study assistance, which is intended for longer studies, and 110,000 persons received short-term (hourly or per diem) adult study assistance.

There are no statistics on how many employees have taken leave under the Educational Leave Act, but according to the recent Labour Force Survey, 42,000 persons of the labour force (4.5 million) are

absent at any given time for educational reasons. The Swedish Employers' Confederation's statistics on the use of working hours show that in 1989, 1.6 percent (1.5% among workers, 2.5% among employees, 0.6% among professionals) were spent on educational leave (SAF, 1990). The low figure for professionals most probably has to do with the fact that most of their education and training is directly sponsored by the employer.

Right to training

The provisions under legislation and collective agreements do not, with some rare exceptions, e.g. teachers, give an employee any general right to paid leave for training. Instead, as noted above, it is only under special circumstances that an employee becomes eligible for paid educational leave.

Human resource development, including the right to education and training, has come to the forefront in the discussion between the social partners. The Swedish Trade Union Confederation (LO) and the Swedish Confederation of Professional Employees (TCO) have recently presented their positions on employees' need for and right to education.[8] Both organizations propose that all employees shall have a minimum of two weeks guaranteed education. LO also demands special measures for those with short previous education.

The National Labour Market Board (AMS) has recently proposed a reform aimed at increasing employees' competence (AMS,1990). AMS suggests that employers who undertake education increasing the competence of their employees receive economic stimulation. The education should primarily be directed to those with little, or obsolete, knowledge and skills and should result in a broader and more up-to-date base. Vocational and general education should be integrated. In order to facilitate increased competence, the education has to be at least 80 hours in duration but no longer than 920 hours. The proposal stresses that educational activities should be based on the needs of the company, as well as of the employees, and that employers and local unions should jointly develop the programmes, which would then have to be approved by the employment exchange. The employer would be allowed to deduct 50% of the direct educational costs (not wages/salaries) from pay-roll tax up to a maximum of 50,000 SEK per employee. In a response to the

urgency regarding education and training of employees, a parliamentary commission on the development of competence and skill in working life was recently appointed (April 1990).

Who is trained?

A survey by Statistics Sweden shows that 32 per cent of the employees participated in some form of employer-sponsored education in 1989.[9] There are no major gender differences. Well-educated belonging to The Swedish Confederation of Professional Associations (SACO) had the highest participation rate (67%), while LO members with short previous education had the lowest (15%). Further training varied by industry groups and labour market sectors. Government employees participated to a larger degree than those in the private sector.

Table 1:
Participation in employer-sponsored education 1989 by sex and age.
Per cent participation.

Sex		*Age*				
Men	*Women*	*16–24*	*25–34*	*35–44*	*45–54*	*55–64*
30	33	26	42	47	44	25

Table 2:
Participation in employer-sponsored education 1989 by previous education.
Per cent participation.

Previous education			
9 years or less (elementary)	*High school 1–2 years*	*High school 3–4 years*	*Post-secondary*
18	28	38	51

Table 3:

Participation in employer-sponsored education 1989 by union head organizations.

Per cent participation.

Trade Union Confederation (LO)	*Confederation of Professional Employees (TCO)*	*Confederation of Professional Associations (SACO)*
24	48	60

The total volume of employer-sponsored education in 1989 was equivalent to 72,600 working years. The average duration of training among those participating was 5.7 days.

Equivalent figures for labour market training were 26,400 working years. During the same year, the volume of formal municipal adult education was equivalent to 58,500 working years (3,000 in basic adult education).

The cost of vocational training

There is no exact figure on how much employers spend on education and training. Based on estimates of wages/salaries or loss of production, a commonly quoted figure is 20–25 billion SEK for 1988. This represents 1.8%–2.2% of GDP. Only one-third of the expenditure is direct training costs.

In 1988/89, the total public expenditure on adult education, excluding higher education, was 11.5 billion SEK or 1% of GDP. 1.5 of the 11.5 billions come from the pay-roll tax that employers pay. About half of the public expenditure was for labour market training programmes including financial aid to students, while the rest covered institutional costs and student aid for "self-motivated" adult education. During 1988, the unions allocated around 36 million SEK of their own funds on trade-union education. There are no estimates of how much the adult students directly spend on adult education and training. In general, however, a very small amount of the costs falls directly on the individual.

The trend over the last five years has been an increase in employers' expenditures and a slight decrease in public expenditures. Over the last couple of years, the volume of employer-sponsored education has increased by approximately 10 per cent per year.[10] SAF does not expect that employers in the immediate future can substantially increase their expenditure on education and training.[11]

Public expenditure in constant crowns on adult education, excluding study assistance, declined by 21 per cent between 1980 and 1988. This was largely due to decreased unemployment and subsequent reduction in labour market training. The allocation for adult study assistance has increased, which brings the total expenditure on adult education to almost the same level as in 1980. Public expenditure on the whole educational sector as a percentage of GDP decreased from 8.8% in1980/81 to 6.6% in 1988/89. Excluding adult study assistance, adult education has followed the general downward trend.

Financing of vocational training

The basic principles are:

1. The State finances labour market training programmes for the unemployed and those in danger of being displaced, as well as other programmes intended to increase the probability of a person being permanently employed.
2. The total expenditure for formal "self-motivated" adult education (university, formal adult education) and most of the costs for popular adult education (folk high schools and adult education associations) are financed by the State and municipal and regional authorities.
3. State expenditure for individual incentives (study allowances) aimed at increasing participation in "self-motivated" adult education among disadvantaged groups is financed through the pay-roll tax.
4. Trade-union education is financed by union dues and State subsidies financed by the pay-roll tax.

5. The general principle is that employers pay the costs of training and education, including wages/salaries for "company-motivated" competence development. There is no separate training tax. A temporary "renewal fund" has been in effect in a restricted area of the economy.
6. In general the individual pays no, or very few, direct costs.

Types of vocational training

There is no direct information on the nature of employer-sponsored education. Judging from available data, a large amount (in some companies 50%) of the training is supplementary, of short duration and directed to the introduction of new employees. Of those who had participated in employer-sponsored education and training, three out of four spent less than six days in training while six per cent spent a month or longer.

The present discussions between the social partners focus on how the labour force to an increasing extent can receive education and training which increase its broad competences.

Employer-sponsored education and training is usually provided during working hours. "Self-motivated" adult education occurs to a large extent during leisure time. However, students who receive adult study assistance, or regular student financial aid, study full or part time.

With some exceptions, only education which is provided by an educational institution leads to a diploma or certificate. Training certificates offered by private firms are not officially recognized, which is an anti-incentive to the employees.

Training of the unemployed

The unemployment rate in April 1990 was 1.1 per cent. Those 16–24 years of age had the highest unemployment rate, 2.4 per cent. The problem in Sweden is not unemployment but a labour shortage.

Those unemployed, or in danger of becoming unemployed, have access to labour market training, which largely occurs in special employment training centers (AMU). In 1989/90, 122,000 persons

were involved in some form of labour market training. In some instances, a person with a labour market training allowance can enroll in formal municipal adult education or higher education. Under the labour market programme, employers can receive support for the training of employees (see above).

Labour market training is financed by the State and is governed by the National Employment Training Board (NETB). Before 1986, AMU was administered jointly by the National Board of Education and the National Labour Market Board (NLMB). In 1986, AMU was reorganized and NETB, consisting of a central directorate and 24 county commissions, was established. Under the new regulation, AMU operates on a commercial basis; training is purchased and sold, mainly to NLMB, but also to private and public employers. ■

Switzerland

Laws, rules and conventions

Switzerland is politically subdivided in 23 cantons (states), three of which are divided into half cantons, making 26 political units.

The Federal Constitution confers limited legislative powers to the Confederation and, as a result, basic vocational training and further studies for developing skills only conform to a standard pattern in the fields of industry, crafts, trade, banking, insurance, transport, hotel and restaurant trade, other service trades, and domestic economics.

Consequently, the most important decree at federal level, the *Federal Law on Vocational Education* (LVE) of 19 April1978, does not cover careers in teaching, care of the sick, social work, science, art, agriculture, forestry and fishing. Education in these spheres is controlled either by specific federal laws, or at the cantonal level. However, the scope of the LVE is of considerable importance, since 85% of boys and 65% of girls undertaking vocational training finish their courses in conformity with this law.

Basic vocational training gives the skill and knowledge required in the exercise of a profession. It broadens general knowledge and develops the personality and sense of responsibility. Furthermore, it is the groundwork for further study for improvement of professional and general knowledge.

Training leave and the right to training

Although continuing education is considered to be one of the most important tasks in education policy for the next years, continuing vocational training is not regulated, neither on national nor on regional level. So, Switzerland does not recognize any kind of training leave or right to training. This is perhaps one of the reasons for the general lack of statistical data about vocational training.

As pointed out earlier, leave for training or studies is not put down in Swiss law. An investigation in 1988 showed that 44% of the interviewees did not want legalized training leave, while 46% wanted it. An investigation also indicated the following:

a) Among the highly educated, most people did not think that legalized training leave was necessary.
b) A majority of the labourers were against such leave. In this group, however, many were hesitant.
c) Most of the white-collar workers on intermediate level were in favour of legalized training leave.

Female employees are more positive towards a law in this area than male employees. Young people, 15–24 years old, are most in favour of integrated in-service training

Most advocates of training leave are found in public administration, where such leave is generally constituted in the employment contract. The lower the salary people receive, the more interested they are in legislated training leave. Their goal seems to be higher salary and more meaningful work. The employers hope that such training will improve employees' performance.

Who is trained?

The Federal Office for Education and Science and the Federal Office for Industry, Trade and Labour made a survey about vocational training in 1988:

In the years 1986–1988, 27% of all employees took part.

With regard to age the following distribution was received:

less than 25 years	3%	(13.2%)
from 25 to 45 years	17%	(58.9%)
more than 45 years	7%	(37.9%)

Approximation by sex:

women	10%	(37.2%)
men	17%	(62.8%)

Approximation by initial education level:

primary education	2%	(8.1%)
secondary education	16%	(58.7%)
university	9%	(33.2%)

In another study (Künzle, D. and Büchel, D., 1989), the unequal opportunities to participate in employer-sponsored education and training was confirmed (see Table 1).[12]

Table 1:
Participation in employer-sponsored education by position.
Per cent participating.

	Total	*Small companies*	*Middle-size companies*	*Large companies*
General managers	77.6	75.5	83.0	66.4
Managers	81.4	77.2	73.1	99.4
Highly qualified (professionals)	80.8	66.3	56.4	93.4
Skilled workers	31.1	36.5	28.7	33.1
Unskilled workers	10.2	13.2	10.8	9.2
Total	30.9	36.3	27.0	33.8

(n=334)

In total, one-third of the employees had participated in employer-sponsored education. This figure is inflated as a person can be counted more than once.

As reflected in Table 1, there is a strong relationship between level of education and participation in employer-sponsored education. Of those with technical college degree, 60 per cent had participated compared to 9 per cent among those with elementary education.

The cost of vocational training

According to Statistisches Jahrbuch der Schweiz, the costs of adult vocational education in 1985 reached 2,260.4 million CHF, distributed in the following way:

- State 339.4 million CHF
- Regions/Cantons 1,306.3
- Municipalities 614.7

The per cent for public expenditure on adult vocational training is 0.99% of GDP (1985). State expenditure on initial and continuing vocational training rose by approximately 2.5% from 1985 to 1986. Regions/Cantons expenditure from 1975 to 1985 rose by approximately 50%.

There are no aggregated statistics on employers' expenditure on education and training. However, Künzle and Büchel found that companies spent in direct training costs on the average 4,500 CHF per year on each manager participating in education and training. The equivalent figure for unskilled workers was 1,500.

Financing of vocational training

There are no formal obligations for companies as to the financing of vocational training, nor are there any formal obligations for public authorities to offer financial advantages to companies.

The financing is based on the following sources:

a) unemployment insurance (approximately 1/3);
b) regional subsidies (approximately 1/3) and subsidies from municipalities, unions, parishes and private organizations (approximately 1/3).

Data exist only for special skill training courses, which end with a diploma. However, the Swiss Government has decided to promote continuing education and training with about 400 million CHF for the next 6 years.

Types of vocational training

Künzle and Büchel found that the content in employer-sponsored education was heavily job-related (see Table 2).

Table 2:
Content in employer-sponsored education by form of education.

	Intern	*Extern*	*Rangzahl*
Berufswissen	69.1	56.6	1.8
Umschulung	29.7	16.8	3.3
Neue Technologien	41.0	69.3	2.1
Arbeitsmethodik	32.8	39.1	2.9
Personalführung	27.1	48.2	3.1
Sprachen	11.3	36.4	4.1
Allgemeinwissen	7.4	17.3	5.0
Andere	1.9	5.5	1.8

(n=417)

Whether or not an employer participates in an externally organized course or in a course organized on the job depends on where in the work hierarchy he/she is. 70 per cent of general managers participated in external courses, but only 26 per cent of the unskilled workers.

The study by the Federal Office of Education and Science found that of integrated courses of longer duration about 50% were classified as on-the-job training, about 12% as school training and about 10% as introduction courses. The average duration of participation in on-the-job courses was 10.74 days.

The main kinds of vocational training are apprenticeship in companies, and introduction courses according to the law on vocational training. Integrated vocational training is – among others – arranged for housewives, unemployed, less skilled workers, immigrants and handicapped.

The way in which vocational training is carried out:

- during work time 34%
- after working hours 41%
- both 25%

Training of the unemployed

The number of unemployed is 17,392 (December 1989). The total rate of unemployment is thus 0.6% (women 0.5%; men 0.7%). The average duration of unemployment is 144.7 days (women 155.2 days; men 136.0 days). The groups with the highest rate of unemployment are "Hilfsarbeitern" and socially disadvantaged people. Other disadvantaged groups are elderly, youth, housewives and immigrants.

Different measures have been taken to retrain the unemployed groups.

The number of participants in:

- continuing and retraining courses 6,400
- various work projects 1,900
- other programs 370

The financing of the training of the unemployed comes from employment insurance (1/3); subsidies from regions and cantons (1/3); subsidies from enterprises and private sponsors.

Certain changes in the preventive measures for the unemployed are planned. Among those are a raise of the subsidies to courses collectively run and an extension of "Einarbeitungszuschüssen" from 6 up to 12 months.

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Reports

Planning, Follow-up, Evaluation

R 91:4

The seminar *New Challenges in the Education and Training of the European Workforce* was organised by the Swedish Ministry of Education and the Swedish National Board of Education in co-operation with the Commission of the European Communities and the European Free Trade Association. It addressed itself to delegates of EC and EFTA countries and aimed at discussing policies for education and training of the labour force in a changing European economy.

This report, prepared for the seminar by Lars Arvidson and Kjell Rubenson, University of Linköping, Sweden, is a review of adult education policies within EFTA. It contains a comparative summary of the main features of governance and finance, participation patterns and present concerns, as well as an appendix with more detailed information on the situation in each country.

Further documentation of the seminar is available in the following reports, also published by the Swedish National Board of Education:

Final Report. Report number R 91:2

Presentations. Report number R 91:3

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